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**PUBLIC GOVERNANCE AND THIRD SECTOR ACTORS IN KANO  
STATE, NIGERIA: EXPLORING ENGAGEMENT EXPERIENCES IN  
PUBLIC POLICYMAKING**



**UUM**

**ALI, ABUBAKAR**

Universiti Utara Malaysia

**DOCTOR OF PHILOSOPHY  
UNIVERSITI UTARA MALAYSIA  
2020**

**PUBLIC GOVERNANCE AND THIRD SECTOR ACTORS IN KANO  
STATE, NIGERIA: EXPLORING ENGAGEMENT EXPERIENCES IN  
PUBLIC POLICYMAKING**



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**A Thesis Submitted to the Ghazali Shafie Graduate School of Government  
in fulfilment of the requirements for the Doctor of Philosophy  
Universiti Utara Malaysia**



Kolej Undang-Undang, Kerajaan dan Pengajian Antarabangsa  
(College of Law, Government and International Studies)  
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PUBLIC GOVERNANCE AND THIRD SECTOR ACTORS IN  
KANO STATE, NIGERIA: EXPLORING ENGAGEMENT  
EXPERIENCES IN POLICYMAKING

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## ABSTRACT

Public governance in Nigeria is widely perceived as dysfunctional. To address the problem, this qualitative research explored the engagement experiences of actors in public governance and the Third Sector in public policymaking situations in the most populous state in the country, Kano, in the last two decades. Using an interpretivist approach, the study focused on the experiences of elected and non-elected policy officials in the executive branch who engaged with Third Sector actors in the policymaking process. The conceptual framework that guided the study was anchored on triangulating 'heuristic' theories of network power and constructive conflict theory. The primary research design consisted of in-depth open-ended individual interviews and observations of 11 government and third sector policy executives over a period of three months in policymaking settings. The interviews were conducted in three consecutive cycles for each participant, who then 'member checked' the field reports for accuracy. All this was supplemented by relevant document sources. Finally, all interviews were transcribed, coded, and analysed by the author with the aid of NVivo 8 software. Four themes were generated from this process: engagement experience, perception of implications, changing role experience, and effective sustainability. The major finding of the research was that although an overwhelming number of participants favoured engagement based on pursuit of socio-centric interests in principle, actual ego-centric conduct belied those principles; while a few of the same participants had suggested that such ego-centric interests might, in the long run, impose costs that will outweigh whatever existing benefits engagement offers, especially where foreign third sector actors are concerned. The research will have implications for policy officials in government and the Third Sector who are interested in adopting an alternative mode of engagement for a more effective delivery of public services. The research concludes that social harmony, community ownership and quality service delivery outcomes are prerequisites for effective sustainability of public governance and third sector engagement.

**Keywords:** *public governance, third sector, policymaking, Kano, Nigeria*



## ABSTRAK

Tadbir urus awam di Nigeria secara meluas dianggap tidak berfungsi. Untuk mengatasi masalah ini, penyelidikan kualitatif ini meneliti pengalaman pelibatan para pelaku dalam pemerintahan awam dan Sektor Ketiga dalam situasi pembuatan kebijakan di negeri paling ramai penduduk di negara ini, Kano, dalam dua dekad terakhir. Dengan menggunakan pendekatan interpretivis, kajian ini memfokuskan pada pengalaman pegawai polisi terpilih dan tidak terpilih di cabang eksekutif yang terlibat dengan pelaku Sektor Ketiga dalam proses pembuatan dasar. Kerangka konseptual yang memandu kajian ini disandarkan pada triangulasi teori 'heuristik' kekuatan rangkaian dan teori konflik konstruktif. Reka bentuk penyelidikan utama terdiri daripada wawancara terbuka terbuka dan pemerhatian 11 eksekutif dasar kerajaan dan sektor ketiga, dalam jangka masa tiga bulan, dalam pengaturan pembuatan dasar. Temu ramah dilakukan dalam tiga pusingan berturut-turut untuk setiap peserta, yang kemudian 'memberi memeriksa' laporan lapangan untuk ketepatan. Semua ini ditambah dengan sumber dokumentari yang berkaitan. Akhirnya, semua wawancara ditranskrip, dikodkan, dan dianalisis oleh pengarang dengan bantuan perisian NVivo 8 sebagai alat pemprosesan dan pengurusan. Empat tema dihasilkan dari proses ini: pengalaman penglibatan, persepsi implikasi, pengalaman peranan berubah, dan keberlanjutan yang berkesan. Penemuan utama penyelidikan adalah bahawa walaupun sebilangan besar peserta memilih penglibatan berdasarkan usaha untuk kepentingan sosial-sentris pada prinsipnya, tingkah laku ego-centric sebenarnya menolak prinsip-prinsip tersebut; sementara beberapa peserta yang sama mempunyai kebimbangan bahawa tingkah laku ego-centric mungkin, dalam jangka panjang, membebankan kos yang akan melebihi semua faedah sedia ada yang ditawarkan oleh penglibatan, terutama yang berkaitan dengan pelaku sektor ketiga asing. Penyelidikan ini akan memberi implikasi kepada pegawai dasar di pemerintah dan Sektor Ketiga yang berminat untuk menggunakan cara alternatif untuk penyampaian perkhidmatan awam yang lebih berkesan. Penyelidikan ini menyimpulkan bahawa keharmonian sosial, pemilikan masyarakat dan hasil penyampaian perkhidmatan yang berkualiti adalah prasyarat untuk keberlanjutan pemerintahan yang berkesan dan penglibatan sektor ketiga.

**Kata kunci:** tadbir urus awam, sektor ketiga, pembuatan dasar, Kano, Nigeria.



## ACKNOWLEDGEMENTS

I owe a debt of gratitude to many, not all of whom I will mention here. Space and research ethics will not permit that. However, my immediate appreciation goes to my supervisors and examiners: Dr. Sabarani Bin Ghazali, who guided the research from inception to finish; Dr. Muhammed Khairie Ahmad, Professor Martadha Mohamed, and Professor Zainal Bin Kling, who were supportive throughout. Dr. Mohammed Nae'im Ajis added useful insights. Professors Ravindra Nath Vyes and Kadir Din deserve mention as thoughtful guides. Then, Muhammad Lawal Ali and Professor Shitu Bello for moral support.

I extend my thanks to the staff and leadership of COLGIS, and the Sultana Bahiyya Library, for their professionalism. I equally offer my appreciation to the following: The Kano State Polytechnic management; the ASUP, KSP chapter; and the federal Tertiary Education Trust Fund (TETFUND). Without their support this journey would have been near unfeasible. I am especially grateful to the Office of the Head of the Civil Service of Kano State for granting permission to policy level officials to participate in the research. I recognise the efforts of permanent secretaries, directors and deputy directors who participated in the field work. The same gratitude goes to an ex-governor and state commissioners for their contribution. I am similarly indebted to third sector actors and representatives of 'international development' agencies for their cooperation.

Finally, are members of my household: the children: Ummi, Imam, Aisha, Walida, and Dahiru. Their mothers, Hajara, Halima. Those who held fort while I was away and breathed oxygen into my affairs deserve more than 'thank you'. I bow with the words, 'Jazakallah', to Adama, Khani, and Hajara. Ultimately, to my 'diamond in the sky', Hajiya, my eternal gratitude.

## DEDICATION

To my dearly loved mother,

Hajiya Rakiya

And

The cherished memory of:

My father, Alh. Ali,

My Sister, Hadiza,

And

My son, Muhammad

(d. 24<sup>th</sup> August 2019 [Aged: 21])



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## LIST OF ABBREVIATIONS

<b>ACWC</b>	Alpha Care for Women and Children Initiative
<b>ASEAN</b>	Association of South East Asian States
<b>ASUP</b>	Academic Staff Union of Polytechnics
<b>ASUU</b>	Academic Staff Union of Universities
<b>AU</b>	African Union
<b>CAQDAS</b>	Computer Aided Qualitative Data Analysis
<b>CBO</b>	Community Based Organisations
<b>CSO</b>	Civil Society Organisations
<b>DFID</b>	Department for International Development
<b>EU</b>	European Union
<b>GONGO</b>	Government (owned) Non-governmental Organisation
<b>HIV/AIDS</b>	Human Immunodeficiency Virus/ Acquired Immune Deficiency Syndrome
<b>IBRD</b>	International Bank for Reconstruction and Development
<b>IMF</b>	International Monetary Fund
<b>INGO</b>	International Non-governmental Organisation
<b>ISIS</b>	Islamic State of Iraq and Syria
<b>JICA</b>	Japan International Cooperation Agency
<b>MDAs</b>	Ministries Departments and Agencies
<b>MEND</b>	Movement for the Emancipation of Niger Delta
<b>NGOs</b>	Non-Governmental Organisation
<b>NLC</b>	Nigeria Labour Congress
<b>NPO(s)</b>	Nonprofit Organisations
<b>NUPENG</b>	National Union of Petroleum and Natural Gas Workers
<b>NUT</b>	Nigeria Union of Teachers
<b>OECD</b>	Organisation for Economic Cooperation and Development
<b>OHCS</b>	Office of the Head of the Civil Service
<b>OPC</b>	Odua People's Congress
<b>P</b>	Participant
<b>PM</b>	Public Management
<b>PTA</b>	Parent Teachers Association
<b>RQ</b>	Research question
<b>SA-NGO</b>	Special Adviser on Non-Governmental Organisations

<b>SBMC</b>	School Based Management Committee
<b>SERVICOM</b>	Service Compact with All Nigerians
<b>SWATCH</b>	Support for Women and Teenage Children
<b>TS</b>	Third Sector
<b>TSA(s)</b>	Third Sector Actor(s)
<b>TSO(s)</b>	Third Sector Organisation(s)
<b>UNDP</b>	United Nations Development Programme
<b>USAID</b>	United States Agency for International Development



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## **CHAPTER ONE**

### **INTRODUCTION**

#### **1.1 Introduction**

After the military left power in 1999, third sector networks rapidly proliferated across Nigeria (ICNL NGO Law Monitor for Nigeria, 2016; Kukah, 2001; Smith, 2012). This explosive growth of the third sector allowed it to take on projects and fill gaps at community level that state institutions ignored or failed to address over the years. This encroachment of the third sector into areas of development management hitherto viewed as government responsibility induced demands for greater inclusion of communities in the management of their own affairs. Public administration, despite market driven reforms, remain largely a closed and centralised system, steep in the compliance mould inherited from colonial and military rule (Ali, 2008<sub>a</sub>). Thus, demand for third sector inclusion in public policymaking became more strident with the opening of the democratic space after 15 years of uninterrupted military rule.

Traditionally, the private sector was the main vehicle through which government contracts were carried out and certain public services delivered. Public-private partnerships have therefore become standard practice in public management since the introduction of structural adjustment programs in the 1980s. What has remained tenuous was government-third sector engagement.



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## APPENDIX

### *Appendix A: Interview Guide\**

#### Interview# 1: Personal Background in Public Policy Work

I will be interested in hearing about your background in public policy work in any of the organisations you have served in Kano state since democracy returned to the country in 1999.

(Here I will focus on and probe the following: various positions held; career path; experience gained; role played; what, when, where, level of involvement, and with whom; memorable experiences, especially favourable ones, and actors involved; anything else that the participant will want to share about his or her background experience in policy related work).

#### Interview #2: Present Experience in Public Policy

- A. *Primary Concern:* In our last meeting you addressed issues relating to your background in public policy making, especially those policy experiences you considered memorable. This time around, I will be pleased if you could tell me about your general impression on the present state of public policy making in the state, especially as it relates to the involvement of non-governmental actors in the public policy process.
- B. *Secondary Concern:* What do you see as the extent of involvement of non-governmental (or third sector) actors in the public policy making process?
- C. *Secondary Concern:* To what extent does the involvement of the non-governmental bodies in the public policy making process alter the actual role of public managers in that process?

(I will listen to the participant's answer as I did in our first encounter, but this time around I will probe further about more specific issues relating to their interpretation of the implications of third sector actor involvement in the public policy making process for their status and office. I may ask them to give specific examples or describe

particular implications they have experienced or envisage. I will be interested in the following: actors and level of contact between government and network officials; stage at which contact is made in the policy cycle, and duration of contact between the parties, including resources deployed to maintain or manage the relationship. Of equal interest is any emerging alteration or change of role of public managers in the public policy process, and associated interpretation this may elicit).

Interview #3: Reflections on Previous Two Interviews and Suggestions on a Framework for Engagement between Government and the Third Sector.

A. Going by what you have said in the previous two interviews about your background in policy work and the current state of affairs in dealings with the non-government organisations in policy matters, I wonder whether you could look at the future and suggest some policy options for engagement in the medium to long term.

(Here I will not just listen and observe as I have always done, but ask the participant to describe the specific policy framework that currently guides government and non-governmental relations in the state (if available). In addition, the participant will be required to suggest policy options that they think could be incorporated into a new framework that will help improve the relationship based on their experience and imagination of what ought to be the ideal type of engagement between the parties).

\*Instrument adapted from L. F. Locke, W.W. Spirduso, and S. J. Silverman (2007).



*Appendix B: Permission/Cover Letter*

Dear Participant,

**Request for Participation in Research Interview on Government-Nongovernmental Relations in the area of Public Policy Making in Kano State - Nigeria**

I am a PhD student in public management at the College of Law, Government and International Studies (COLGIS) of the Universiti Utara, Sintok, Malaysia. I am currently writing my doctoral dissertation and in the process of data collection for that purpose. The topic I am exploring concerns the engagement between policy level officials in government and third sector actors, generally referred to as non-governmental organisations. Specific questions of interest to your good self will focus on the experiences that government policy actors have of engagement with third sector actors in the public policy making process in Kano state. The extent and implications of that engagement on the status and actual role performance of public managers in the public policy making process is what I seek to explore and understand. The findings of this study will be reported to the postgraduate board of examiners of the COLGIS at the 2017 panel defence.

The purpose of this letter is to request your kind participation in the research by granting me three cycles of interviews of one-and-the-half-hours each over a period of three months, within which I will be an observer of policy activities in your organisation. Information obtained through the interviews will be made available to you for your perusal to ensure accuracy and fair representation of your ideas.

Kindly feel free to ask any questions you may have regarding your participation in this study. I will duly provide you with all necessary information you will need to make an informed decision concerning your participation in the interviews.

I have attached an informed consent form for your signature indicating your decision to participate in this research.

Thank you for your time and kind consideration.

Yours sincerely,

**Abubakar Ali**

*Appendix C: Informed Consent Form*

Title of Research: Public Governance and Third Sector Actors in Kano State–Nigeria:

Exploring the Policy Making Dimensions of Engagement (1999 - 2019)

Institution: COLGIS, Universiti Utara, Sintok, Malaysia

Researcher: Abubakar Ali

Email address: [aali052003@yahoo.com](mailto:aali052003@yahoo.com)

GSM: +234–803-6189-845

This document will explain the purpose of this study, its risks, benefits, confidentiality and participant's right to disengage from it at any stage or time. The explanation that follow will guide your decision to participate or not participate in the research. Please read this document carefully before making a decision.

What is the study about?

This study will explore engagement experiences of policy level officials in government and third sector actors, commonly referred to as non-governmental organisation (NGO) actors, in policymaking situations. The research will raise questions concerning the extent of engagement, its implications for policy, and actual role experience changes for public managers in the process, and the presence or absence of any formal framework governing such engagement in Kano state, especially within the study period (1999-2019). The expected outcome is to understand the various dimensions through which the engagement of network actors in the policy process alters the actual role of public managers in that process, and to develop a coherent framework for effective engagement between policy level actors in government and third sector actors.

What are the risks involved?

To the best of my knowledge none is expected or anticipated. Perhaps some degree of regret may crop up in moments of reminiscence over some of the questions. Others could include foregoing some other appointment to participate in this research.

What are the benefits?

The research could provide an opportunity for participants to reflect on their engagement experiences in policymaking. It could also ginger feelings of nostalgia, while contributing to a better understanding of government-third sector relations in the public policymaking process in Kano state. Finally, there is no financial benefit attached to participation in the interview.

What is the duration of the study?

The study will last three months, beginning from the day you sign the informed consent form. In this period I will every month, based on previously agreed time schedule as convenient to you, interview you for a period of one-and-the-half-hours and observe your working environment.

Confidentiality

Names will not be identified, individuals will not be specified in the interview transcripts. Codes will be applied to disguise the true identity of participants. I will be the only one with access to the codes. All interview documents will be deposited in my personal archives and can be made available to the participants on request at any given time during the course of the study. At the completion of the study all tapes and interview transcripts will be destroyed. The outcome of the research will be presented in seminars, published in learned journals, or as research papers, or in electronic or hard book form in or out of Nigeria. Yet the identity of all participants will remain strictly anonymous.

Opting out of the research

Each participant is free to withdraw from the research at any stage or at any time him or her so wish without prejudice. All answers to questions that will be raised in interviews during this research are strictly voluntary and therefore freely given. They can, as such, be freely withdrawn and nullified. Thus refusal to answer or skip any question is fully guaranteed. Opting out of the research, like proceeding with it, is a free choice.

Further questions

As the interviews in this research will take place in three cycles, participants are free to pose any question to the researcher before, during and after each interview cycle. They are equally encouraged to reach me directly at any time convenient to them using the contact details provided on the first page of this form.

Participants willing to take part in the research are required to write their signature, date and e-mail address below.

Signature of Participant : \_\_\_\_\_

Date : \_\_\_\_\_

Email address : \_\_\_\_\_

GSM No. : \_\_\_\_\_



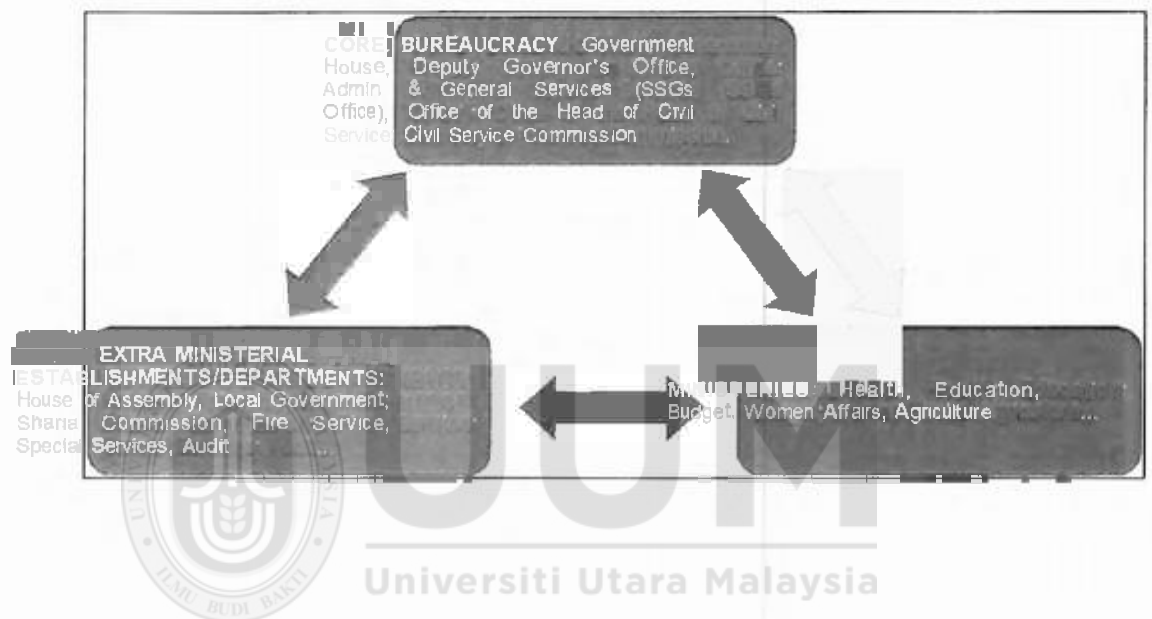
THANK YOU

**UUM**

Universiti Utara Malaysia

Appendix D: Figure A-D.

Relationship between Ministries and Extra-ministerial Establishments/ Departments in Kano State 2016-2018



*Appendix E: Condensed Table Depicting The Process Approach In Public Policy*

Table A-G

*The Policy Process: Full List of Functional Activities and Cycle*

Functional Activities	Policy Cycle (Stages)
<ul style="list-style-type: none"> <li>• Perception</li> <li>• Definition</li> <li>• Aggregation</li> <li>• Organization</li> <li>• Representation</li> </ul>	Problem Identification
<ul style="list-style-type: none"> <li>• Formulation</li> <li>• sLegitimation</li> <li>• Appropriation</li> </ul>	Program Development
<ul style="list-style-type: none"> <li>• Organization</li> <li>• Interpretation</li> <li>• Application</li> </ul>	Program Implementation
<ul style="list-style-type: none"> <li>• Specification</li> <li>• Measurement</li> <li>• Analysis</li> </ul>	Program Evaluation
<ul style="list-style-type: none"> <li>• Resolution/</li> <li>• Termination</li> </ul>	Program Termination

Source: Jones, C.O. (1977). *An Introduction to the study of public policy* 15<sup>th</sup> Ed. In T. R. Dye (2016; [2002]). *Understanding Public Policy* 10<sup>th</sup> Ed. New Jersey: Prentice Hall. P.15. Modified by the researcher, February 2017.